MINISTRY OF
TRANSPORT AND CIVIL AVIATION

Report of the Working Party on Child Cyclists

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COMPOSITION OF THE WORKING PARTY

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Secretary : Mr. F. L. Sawyer } Ministry of Transport and Civil Aviation.
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Report of the Working Party on Child Cyclists

Terms of Reference

1. We were appointed by the Minister of Transport and Civil Aviation in August, 1956, to prepare practical proposals for a large expansion of voluntary schemes for the training and testing of child cyclists. We have confined our proposals to England and Wales and the figures given in this report relate to these two countries only, unless otherwise stated. We felt, however, that we should bear in mind during our work that our findings might also be relevant to Scotland and indeed we hope that a similar expansion of Scottish schemes will form an integral part of the arrangements for Great Britain as a whole. With the agreement of the Scottish Home Department we therefore co-opted Mr. R. D. M. Bell of that Department to the Working Party and we would like to record our thanks to him for his help and advice both generally and in relation to matters of purely Scottish concern.

Background

2. The Committee on Road Safety presented a 'Report on Child Cyclists' to the Minister in February, 1956, and this was published by Her Majesty's Stationery Office in May, 1956. In this Report the Committee said 'Our main proposal is for a large expansion of voluntary schemes of training and testing child cyclists carried out on school premises wherever this is practicable and safe and on other suitable open spaces elsewhere. If this proposal is accepted in principle an expert group should be charged with the task of preparing a practical scheme'.

3. On 1st August, 1956, the Minister made a statement in the House of Commons in answer to a Question by Vice-Admiral Hughes-Hallett. In the course of this statement the Minister said 'I agree with the Committee that we must expand as far as possible schemes for training and testing child cyclists. I do not think, however, that it would be desirable to form a corps of paid instructors and testers. I propose, as the Committee recommend, to appoint a small Working Party to prepare a practical scheme and I shall consider what further action I can take in this matter when they have completed their work'. At the end of this statement the Minister said 'My right hon. Friend the Secretary of State for Scotland is in agreement with these conclusions and proposals so far as Scotland is concerned'.

4. In framing the proposals contained in this report we have seen no reason to dissent from the Minister's view that the formation of a corps of paid instructors and testers should be avoided so far as full-time staff are concerned. It will be observed, however, that we have found it necessary to recommend the appointment of a full-time national organiser and of a small full-time regional staff (para. 36). At the same time we would emphasise that our proposals depend entirely on adequate numbers of part-time instructors and testers coming forward voluntarily.

General

5. As our work stemmed directly from the Committee on Road Safety's Report on Child Cyclists we think it appropriate to state at the outset our attitude to the conclusions reached by that Committee.

6. We consider that the Report set out very fairly the size and character of the problem of accidents to child cyclists, and we would like to draw attention to the casualty record in recent years.

Casualties to Pedal Cyclists under 15 in England, Wales and Scotland

Year	*Fatal*	*Seriously Injured*	*Slightly Injured*	*Total*
1938	205	2,070	8,370	10,645
1946	158	1,412	5,484	7,054
1947	124	1,385	6,040	7,549
1948	148	1,473	6,041	7,662
1949	135	1,966	7,065	9,166
1950	126	2,122	7,497	9,745
1951	130	2,113	8,075	10,318
1952	118	2,051	8,121	10,290
1953	126	2,295	8,613	11,034
1954	105	2,100	8,510	10,715
1955	124	2,425	10,066	12,615
1956	119	2,250	9,576	11,945

We note particularly from the above table that total casualties did not substantially exceed the 1938 figure until 1955, while deaths were decreasing fairly steadily until in 1954 they numbered about one half those recorded in 1938. In view of the fact that between 1938 and 1956 the number of motor vehicles licensed in Great Britain more than doubled and the child population went up by 12¾ per cent. we would disassociate ourselves from the view which is sometimes publicly expressed that cycling is an unduly dangerous occupation for children.

7. We appreciate, however, that the real problem, which was emphasised by the Committee on Road Safety, is that unless positive action is taken casualties amongst child cyclists may increase beyond the 1954 level by as much as 50 per cent. within the next ten years. We agree with the Committee's main proposal for a large expansion of schemes for training and testing child cyclists and share their view that such schemes should be voluntary. We are convinced that compulsion in this matter is neither desirable nor practicable.

8. Although the immediate problem arises largely from the post-war 'bulge' in the birth rate we are convinced that the importance of providing comprehensive training and testing will not diminish after the 'bulge' has passed. The proper training of the child as a cyclist will continue to pay dividends when he becomes an adult, for not only will he be grounded in the fundamental principles of road safety but he will also have received proper instruction in how to manage his first road vehicle. We believe that training at an impressionable age must be of permanent value.

The Size of the Problem

9. We consider that the ultimate goal should be to train and test all children who ride cycles. Clearly, this goal cannot be reached in one step but must be approached gradually, and we think that the period of expansion is unlikely to be completed in less than five years. In these circumstances, we see no way of ensuring that all the children in the post-war population 'bulge' who take up cycling will be able to receive organised training and a standard test. The proportion can be expected to increase quite rapidly but we do not consider that it will reach 100 per cent. until the 'bulge' has moved out of the under 15 age group.

10. To estimate the size and cost of a comprehensive training and testing scheme, we have, therefore, considered the situation when the distribution of children throughout the various age groups is likely to be more stable. If all children cycled, the number taking up cycling each year in England and Wales would then be about 620,000 (the average size of single year groups in the child cyclist age bracket). But all children do not cycle and a sample survey carried out for the Committee on Road Safety suggested that the proportion doing so in 1955 was 42 per cent. We think that there may be some increase in cycling amongst children and that, at the time we are considering, the proportion riding cycles might be about 50 per cent. We therefore conclude that our proposals should be related to an annual figure of 310,000 children in England and Wales.

11. We consider that provision should be made for all these children to be tested so that the capacity of the testing machine should ultimately reach 310,000 children per annum.

12. On the question of training, we realise that full training will not be necessary for all children. Parents and relatives ought to help train the young cyclist and in many instances will do this, although such training should, in our view, be largely supplementary to a course of systematic training. On the other hand there will be some children who will fail a test and will need extra training. On balance we have come to the conclusion that the training arrangements will need to provide full training for 80 per cent. of the children who are to be tested. This means that the capacity of the training machine should be the equivalent of 250,000 children per annum.

13. We have considered the arrangements for a practical scheme under the following headings :

(*a*) Content of training.
(*b*) Content of test.
(*c*) Incentives to child cyclists.
(*d*) Inspection of the mechanical condition of children's cycles.
(*e*) Facilities for training and testing.
(*f*) Instructors and examiners.
(*g*) Organisation.
(*h*) Finance.
(*i*) Implementation of proposals.

(*a*) *Content of training*

14. We have considered very closely and in considerable detail what ought to be included in a satisfactory scheme for the formal training of child cyclists. In particular we have examined the present cycling proficiency scheme sponsored by the Royal Society for the Prevention of Accidents (ROSPA), the Cyclists' Touring Club and the National Cyclists' Union which has been operating since 1947. The Society's ' Cycling Panel ', which is widely representative of educational, cycling and road safety interests, not only prepared this scheme but has also kept it under constant supervision. We are aware that there are other schemes for training child cyclists operated up and down the country by road safety committees, the police and youth organisations and we know that these have provided excellent instruction for many children. We feel, however, that some degree of standardisation is desirable in order to simplify the introduction of cycling training into areas where it has not so far been carried out and also to ease the problems of supervision. We therefore consider that the training syllabus recommended in the present ROSPA scheme should form the basis of our proposals for a greatly expanded national scheme.

15. We have looked into the question whether more could be done to see that children being taught cycling gain experience on the roads under adult supervision, but we do not think it possible to include hard and fast rules which will

ensure that this desirable practice is adopted. We believe that the best that can be done is to encourage parents by propaganda to play as great a part as possible in the education of their children in cycling, and particularly to make sure that they themselves or other competent adults accompany the children on the roads while the children are in the learning stage. With this addition we recommend that the ROSPA scheme of 'cycling proficiency training' (see Appendix I) should be adopted nationally. While this formal training should be available for all children and used by most of them we feel that there would be some advantage in making the training syllabus generally available so that parents can see the sort of instruction that is required for their children to reach the nationally agreed standard.

(b) *Content of test*

16. We consider it of the first importance that the test should be conducted in the same way and to the same standard throughout the country. We have discussed whether any part of the test should take place on the roads, but we have rejected this because we believe that the varying conditions encountered on roads make it impossible to reach the degree of standardisation to which we attach so much importance. Moreover there would be difficulties in safeguarding the children during the course of a road test.

17. We have gone through the details of the 'cycling proficiency test' (see Appendix II), which is part of the present ROSPA scheme, and we are satisfied that we cannot improve on a test which has been developed by so representative a supervisory body as the Society's Cycling Panel. Again we realise that good work has been done in many parts of the country using somewhat different tests but we believe that standardisation is even more important for testing than for training.

(c) *Incentives to child cyclists*

18. We would like to emphasise the importance of providing incentives for children to participate in any training and testing scheme run on voluntary lines. We have considered the possibility of using 'dis-incentives' such as the white disc suggested in the Appendix of the Committee on Road Safety's Report on Child Cyclists, but we do not think such methods are possible in any purely voluntary scheme.

19. The main incentive which the child himself can be offered is a well-designed certificate which would serve as a record that he has passed a test. We also believe he should receive a good-quality badge which he himself can wear and which would serve to publicise both his own skill and also the existence of the training and testing scheme. We think that both the certificate and the badge should be presented to a successful candidate without charge to himself or his parents. We have considered the possibility of the child being able to get a pennant or badge for his cycle as an alternative to the badge for himself. We feel that this would be undesirable since other children may well ride his cycle, and we think it important that any award should be a very personal one.

20. In addition to a direct incentive to the child, we recommend that considerable propaganda be directed at parents to encourage them to see that their children undertake proper training and pass the cycling proficiency test. Such propaganda should be undertaken both nationally and by local authorities.

21. We do not think that any greater incentives than we have suggested are possible in a wholly voluntary scheme. The main aim should be to create a climate of opinion throughout the country where it is automatically assumed that a child who is going to ride a cycle will be trained and will take a test.

(d) Inspection of the mechanical condition of children's cycles

22. The Committee on Road Safety recommended in their Report (para. 18) that regular inspection of the mechanical condition of children's cycles should be extended and made an integral part of the testing and training scheme. We consider that this recommendation will be implemented if the proposals as to the content of training and the content of the test outlined above are adopted. For both training and testing children will be expected to bring their own bicycles, and neither training nor testing will proceed unless the instructor or examiner is satisfied that the cycles are in a satisfactory mechanical condition. Moreover in the training syllabus which we have already recommended a child will be taught how to appreciate whether or not the mechanical condition of his cycle is satisfactory. No more than this is suggested, for clearly a child should not attempt to undertake work which is beyond his capabilities.

23. We are aware that many schools up and down the country arrange for cycles which are brought to school to be inspected by the police or other competent authority, and that permission for a child to bring his cycle on to school premises is conditional on its mechanical state being satisfactory. We commend the extension of this practice.

(e) Facilities for training and testing

24. The Report on Child Cyclists recommended that school premises where practicable and safe would be suitable places in which training and testing could take place. We do not think their use should present any serious difficulties, but it would of course be a matter for arrangement with the local education authorities. In the absence of school facilities we suggest there are many other places which could be used, such as parks, open spaces, drill halls, car-parks of factories, disused airfields and children's model traffic areas.

25. We have considered the possibility of local authorities buying or renting premises in view of the provisions contained in section 5 of the Road Traffic Act, 1956. We do not think that any authority should be able to say that a scheme cannot be carried out through lack of suitable premises, although we appreciate that support from central funds for capital expenditure is unlikely to be forthcoming at the present time. We think that local authorities should first explore local facilities but that the Ministry of Transport and Civil Aviation should be in a position to offer advice if the authority is unable to obtain the use of suitable premises.

26. There is one further point about premises for training and testing to which we should like to draw attention. The actual time of the day at which training or testing can be carried out is likely to vary with local conditions and with the availability of instructors and examiners. However, in the great majority of cases both training and testing are likely to take place outside school hours, and this can lead to difficulties during the winter when the hours of daylight are short. We recommend that every possible effort should be made to arrange for premises, such as drill halls, to be made available for indoor training and testing during the winter.

27. We have considered the equipment required for training and testing based on the assumption already stated that the children will be riding their own cycles. We believe that some schools may have difficulty in finding storage space for any considerable bulk of equipment, and we think that this storage should be the responsibility of local authorities. We do not consider in any case that the equipment needed for training purposes is extensive and we believe that most of it can be improvised. For testing, however, more nearly standardised items are required, and we have compiled a list at Appendix III. We think that the first four items are of a type which local authorities could easily provide for themselves ; indeed some could be made in school or technical college work-

shops. The final item—a set of half-scale traffic lights—is rather more complicated and expensive, but we think that in many cases satisfactory arrangements could be worked out for sharing one set of equipment between several local authorities.

(*f*) *Instructors and examiners*

28. We consider that the same type of person with the same sort of qualifications should be employed for both instruction and examination, although we do not suggest that the instructor of a particular child should also be his examiner. We believe that the finding of suitable instructors and examiners is both the most difficult and the most important part of the expansion of training and testing schemes. We know that the police, members of cycling clubs, cycle dealers, teachers, officers of youth organisations and local authorities' road safety staff already carry out training and testing and we should like to pay tribute to the excellent work which has been done and the selfless devotion which has inspired it. We would stress particularly the importance of the contribution which can be made by youth organisations whose arrangements for training and testing members of their organisations should be co-ordinated—centrally and locally—with the national scheme. However, the numbers require to be greatly increased both by more help from existing sources and also by recruiting independent instructors and examiners. We think it most important that those taking part in the scheme should have the necessary qualifications, and we have set out what we think is desirable in Appendix IV.

29. We have tried to estimate the amount of instruction required when the full scheme is in operation by calculation of the total number of ' instructor-hours '. The training which we recommend consists of eight 45-minute sessions which provide four hours of practical instruction and two hours of theory. On the best advice which we have been able to obtain we estimate that one instructor can handle a class of 10–15 children in practical work and 20–30 children in theory, so that as an artificial average we have assumed that one instructor can manage a class of 15. Since we have already explained that the total amount of training to be given is likely to be the equivalent of full training for 250,000 children we deduce that the training required per annum amounts to 100,000 ' instructor-hours '.

30. In considering the work of examiners we would like to lay emphasis on the value of using a team of three, and certainly not less than two, in giving tests to a series of children. We realise that this is not always possible, but we think that wherever such arrangements can be made they will be found to be both practical and economical. For the purposes of our calculation, however, we have to estimate a figure for the number of children that a single examiner can test in an hour, and our best estimate is that the number should be four. This means that with 310,000 children to be tested the actual work required of examiners is the equivalent of 78,000 ' examiner-hours '.

31. In total therefore we estimate that 178,000 ' instructor/examiner-hours ' will have to be provided per annum. The type of person we have in mind for this work is someone who may be prepared to give up say one period a week for something like 40 weeks during the year. We think that such a person would be able to complete about 1½ hours work in each period exclusive of the time he would require to set up equipment and to travel between the training or testing centre and his home. Such a person would therefore contribute ' 60 instructor/examiner-hours ' per annum so that the total requirement is estimated to be about 3,000 instructors and examiners.

32. We do not think it will be possible to find this number of people from amongst those who would be capable of instructing or examining without first receiving some additional training. We therefore consider that special regional

training courses should be organised from time to time so that volunteers who may not have sufficient knowledge either of teaching or of cycling may be turned into properly qualified instructors and examiners. At the same time we would point out that if the required numbers of qualified instructors and examiners do not come forward voluntarily further consideration would have to be given to the question of employing paid instructors and examiners. (See also para. 40.)

(g) *Organisation*

33. We recommend that the operation of local training and testing schemes should be the responsibility of local authorities as defined in section 5 of the Road Traffic Act, 1956. Under that section, such local authorities will have powers to undertake arrangements of this sort, and we think that they can expect their Road Safety Committees to make the necessary arrangements.

34. We realised that if we made no further suggestions about organisation our proposals would mark no advance on the existing machinery for training and testing child cyclists. As the Committee on Road Safety pointed out in their Report on Child Cyclists the number benefiting from cycling proficiency schemes ' though steadily growing is insignificant compared with the size of the child cycling population '. The recent ' Mind that Child ' road safety campaign, in which a special effort was made to step up the training and testing of child cyclists, resulted in about 15,000 children passing the test of the Royal Society for the Prevention of Accidents in a period of three months. We consider that the numbers trained and tested during this successful campaign were little short of the maximum that could be handled by present methods, and yet they still fall very far short of the full requirement.

35. We have shown above that the expansion called for by our terms of reference is likely to demand a total of 3,000 instructors and examiners. This considerable body of people has to be built up and trained and steps have to be taken to ensure that each of them works to uniformly high standards. We have already stated our view that it is particularly important that testing methods and procedure should be the same throughout the country.

36. For all these reasons we consider it essential to set up a small supervisory organisation of full-time regional officers under the direction of a full-time national organiser. We are convinced that the large expansion of training and testing schemes which is required will not take place unless this is done.

37. The main task of the regional officers would be to help local authorities, to stimulate them and to make sure that uniform standards were being maintained. They would be closely concerned with the building up of the required number of instructors and examiners and with helping the local authorities to see that their qualifications were suitable. They would also be responsible for organising the regional training courses for instructors and examiners which we have suggested above. We are not able to put forward a firm estimate of the total number of regional staff that may be required, since we think that this can only be learnt from experience. We estimate, however, that the number is unlikely to exceed nine in England and Wales. The regional staff would be responsible to the national organiser for all matters connected with the training and testing of child cyclists in their regions.

38. In our view all the full-time staff should be appointed, employed and housed by the Royal Society for the Prevention of Accidents, which should act as agent in this field for the Minister of Transport and Civil Aviation. We believe this would be the most satisfactory arrangement, because the Society is not a Government body and yet has more experience than any other organisation in

working in the road safety field both with local authorities and with the Ministry of Transport and Civil Aviation.

(*h*) *Finance*

39. We are not able to make an estimate of the likely costs of the training and testing facilities that will be required. We feel, however, that in many cases halls or open spaces for training and testing should be available at no charge, and we would like to commend to the cycle industry that they might consider donating sets of traffic lights for use during cycling tests. Expenditure will have to be incurred in the provision of (*a*) propaganda and explanatory literature, (*b*) enrolment forms and certificates and (*c*) badges, and we estimate that this will amount respectively to 6d., 6d. and 1s. per child. The total cost for these items will therefore be 2s. per child or about £30,000 per annum.

40. We think that instructors and examiners should be paid travelling expenses. They are likely to be local people, and we think that a fair average for their travelling expenses would be about 1s. per session. Thus, on the assumptions already made above, the total cost would be 40 × 3,000s., i.e. £6,000. We are also very strongly of the opinion that the instructors and examiners should receive a subsistence allowance. They may have to go straight from their normal work to the training class or testing session, and it is reasonable that they should be able to get a light meal. Each training or testing session is likely to be fairly short because it is not practicable to detain children for long periods, and we therefore think that comparable subsistence rates for such people as civil defence workers are not entirely applicable. We recommend that a subsistence rate of 2s. 6d. should be given for each period of two or more hours away from home. This would lead to a maximum expenditure on subsistence of £15,000 per annum. The expenses of instructors and examiners should not, therefore, exceed £21,000, excluding travelling and subsistence in respect of the regional courses which we have recommended. We think, however, that some training and testing may be carried out by people who would not claim travelling or subsistence expenses and we estimate that the total costs of instructors and examiners are likely, in the long run, to amount to about £20,000 per annum.

41. We are very hesitant about suggesting the possible costs of the full-time organisation and the following figures should only be taken as a very rough guide. With this important qualification we think that the salary, expenses, cost of office services, stationery, etc., for a member of the regional staff are likely to amount to £1,500. On the same basis, we think that the corresponding figure for the national organiser would be £2,500 which would also include secretarial services. Thus, the cost of a full-time staff of nine officers in England and Wales together with a national organiser might be in the neighbourhood of £16,000, excluding charges for office accommodation. Overheads regionally and at headquarters might, purely for the purposes of this estimate, be assessed at 25 per cent. in which case the total cost of the full-time organisation would be about £20,000.

42. We consider that the local schemes of training and testing child cyclists are a personal service to the residents of a particular area, so that it would be right for a fair share of the cost to be borne on the rates. In England and Wales we think that these local arrangements including the provision of literature, certificates, badges, etc., should be financed to the extent of 50 per cent. from the rates and 50 per cent. from the Ministry of Transport and Civil Aviation road safety grant, such expenditure being allowable under section 5 of the Road Traffic Act, 1956. We consider that the whole cost of the regional staff and the national organiser should be met from Government funds.

43. We would emphasise again that our estimates of cost are very tentative and have only been included to indicate the scale of expenditure that may be required.

In summary they are as follows :

	£	
Literature, certificates, badges, etc.	30,000	50 per cent. Local authorities 50 per cent. Ministry of Transport and Civil Aviation
Instructors and examiners	20,000	
Full-time organisation	20,000	100 per cent. Ministry of Transport and Civil Aviation

Thus, when the scheme which we propose is in full operation it is likely that local authorities will have to find a sum of £25,000 and the Ministry of Transport and Civil Aviation a sum of £45,000. In addition, as has already been suggested, there will be costs in connection with certain equipment required for testing which we hope might be donated by the cycle industry. We would also point out that these figures, as well as being tentative, are also the minimum which we think should be envisaged for an effective scheme. There are several possible refinements, such as the extensive use of films and other visual aids, which are desirable but which would add to the total cost.

(*i*) *Implementation of proposals*

44. We have already said that we envisage that the expansion of training and testing schemes for child cyclists will be a steady process and cannot take place all at once. We have also pointed out that a development of this sort means that the existing backlog of untrained child cyclists cannot be covered. In these circumstances we recommend that efforts should be concentrated on training and testing children before they leave their primary schools at the age of about 11 years. We do not think that any definite rule should be laid down, because the conditions will vary greatly in different parts of the country and some areas will undoubtedly operate comprehensive schemes before others. We feel it right, however, that where effort is limited the younger children just starting to cycle should receive priority.

45. The first practical step in implementing our proposals should be to appoint a full-time national organiser and to select regional staff with his help.

46. We think that the second step should be to circulate a suitable memorandum explaining the proposals to all local authorities and to all other organisations which at present train or test child cyclists. Amongst the latter we particularly have in mind the Boy Scouts Association, the Girl Guides Association, the Girls' Guildry, the St. John Ambulance Cadets, the British Red Cross Cadets, the Church Lads' Brigade and the Boys' Brigade.

47. The third step should be to bring existing training and testing schemes into conformity with the national scheme.

48. The final step should be for the regional staff and the local authorities to co-operate in arranging the steady expansion of training and testing until the goal which we have set out is achieved.

49. We think that the aim might be to test 100,000 children in the first year after our proposals are brought into operation. We find it difficult to estimate the likely costs during this first year, since the bringing into line of many existing schemes may be possible with very little further expenditure at local level. The full-time organisation which we recommend would, however, involve new expenditure immediately.

50. We wish finally to pay tribute to our Secretary, Mr. F. L. Sawyer, who served us until he left the Ministry at the end of December, 1956, and to our Assistant Secretary, Miss H. A. M. Richards. They have both given invaluable help throughout our discussions and in the preparation of our report, and we are deeply appreciative of the willing and efficient way in which they have served us.

Signed on behalf of the Working Party,
D. C. HASELGROVE

H. A. M. RICHARDS,
Assistant Secretary.

26th February, 1957

The Royal Society for the Prevention of Accidents Cycling Proficiency Training

Suggestions for eight periods of training to prepare pupils for the Society's Cycling Proficiency Test. It should be stressed that testing without previous practical training serves very little purpose.

PERIOD 1

(*a*) **Introduce the subject**

Stress the need to have reliable machines and cyclists on the roads today. An untrained child is much more likely to meet with an accident when cycling than when walking.

It is presumed that the children will have already been instructed and tested in the Highway Code, and that copies of the *Cycling Proficiency Test* brochure, etc., have been obtained from the Society.

(*b*) **Outline the scheme**

The filmstrip 'Cycling Proficiency Test' is especially useful for a general introduction to a large group: and other cycling strips are available dealing with brakes, signals, riding position, etc.

(*c*) **Show how to keep a bicycle in good order**

Select a bicycle, and take each point mentioned in Section 1 of the brochure. Teach, if necessary, the names of the various parts of a bicycle. (The poster 'Keep your bicycle in good order' will be very useful.)

(*d*) **Summarise** by means of questions. Give notice that all bicycles will be inspected in Period 2, and that the candidates will be required to have repair outfits, and tools for adjusting handlebar, saddle, brakes, etc.

'Are you GOOD at CYCLING ?' is a very useful book for young cyclists to study.

PERIOD 2

(*a*) **Adjustment.** (In all practical periods, it is useful to have easily visible number cards for each candidate.)

Select another machine and rider, and show how saddle and handlebar are adjusted to ensure that the cyclist has a good riding position. Then see that necessary adjustments to other machines are made. Smaller children may not be able to tighten nuts properly but they *should* know how to do it.

(*b*) **Inspection**

If single handed, appoint prefects to lend a hand (or pupils may be grouped in their 'houses') and make a record of defects.

- (i) Test brakes. Each brake separately should be able to lock the wheel as the bicycle is pushed along.
- (ii) Check bearings, particularly the head, pedals and wheels.
- (iii) Check wheels (e.g. spokes and rim) and tyres. Give notice that badly worn or splitting tyres must be replaced, and punctures repaired before next period. (A separate session on repairing punctures may be needed : this is *not* an essential part of the test.)
- (iv) Check chain for defects and tension ; check that pedals are in good condition and rotate freely ; that cotter pins are properly fitted and cranks tight.

These are the main items, but a set of 'Bikes and Lights' check cards will be helpful in covering these and other points of maintenance. To save time the bicycles can be numbered, the check card given a corresponding number, and the defect or defects ringed in pencil.

- (v) If the bicycles are used after lighting-up time, lights must also be checked ; there must be an effective front lamp and a *bright* rear lamp.

Check that cycles are properly adjusted and be especially careful about the tightness of handlebar and saddle nuts.

Give notice that next period will be practice in cycle control. Arrange to have the test course laid out. The diagram on the last page of the test brochure is a useful guide.

Defective hose from the local fire brigade is useful to mark ' roads ' on hard surfaces.

It is quite feasible to use part of the playing field on dry days. Using the marker, string and small pegs, the children will have an interesting lesson in practical geometry. A 12 ft. length of garden line, looped at the ends and knotted at 3 ft., and 7 ft. from one end will be very useful, especially :

(*a*) for marking out a right angle ;

(*b*) for spacing the ' obstacles ' in the cycle control practice.

PERIOD 3

Cycle Control (see diagram on last page of brochure).

The pupils can be lined up in single file ; and they must ride *slowly* in the ' straight line ' practice.

The *purpose* of the ' obstacle ' balance test needs to be stressed. The obstacles should be small. They can be 2-inch sections cut from a 2 in. × 2 in. piece of wood, or any similar objects. They must not be high enough to be touched by pedals ; and dangerous objects, e.g. milk bottles, MUST NOT BE USED.

Several ' courses ' may be needed. For the inexperienced cyclist this is a severe but an essential test of skill.

CANDIDATES MUST BE FORBIDDEN, ON PAIN OF DISQUALIFICATION, TO PRACTISE THIS TEST AT ANY TIME ON PUBLIC ROADS.

Give notice that the next period will be for practice in understanding and giving signals.

PERIOD 4

Signalling

(This is taken before Sections 3 and 4, as knowledge of signalling is required in Section 4.)

(*a*) Show the signals given by policemen on traffic duty. (Better still, get a police officer to lend a hand.)

(*b*) Show those given by cyclists.

(*c*) Show those given by motorists.

(*d*) Revise their knowledge of traffic light signals.

(*e*) This can be made the subject of a race. Prepare several copies of a list of signals. Line up the four (or more) teams in file, and put the prefect of another house in front as ' ref '.

When the starting signal is given, the first child in each team runs to his ' ref '. He is asked to give a signal, e.g. ' Police officer stopping traffic approaching from his rear '. He gives it and runs back to touch the second child. If first child was wrong, second child is asked the same question.

The winning team is the first to answer all questions on the list correctly.

The candidates can then be put through the ' drill ' in unison, on word of command.

(*f*) Cyclists' signals should then be demonstrated, and practised *in groups awheel.* (A bulb motor horn is handy for representing a car driver about to overtake.)

PERIOD 5

Pedalling and Braking ; Stopping and Starting

These can be conveniently taken at one session.

(*a*) Pedalling and Braking

(1) *Pedalling*

A demonstration of correct and incorrect pedalling can be given :

(i) With the rear wheel on a stand.

(ii) With the bicycle in motion.

The film 'Cycling Proficiency' shows clearly the contrast between skilful and unskilful footwork, and the importance of the flexibility of the ankle joints.

Individual practice follows. The instructor may find it necessary to warn those who try to watch their feet going round that eyes have to be kept on the road ahead!

(2) *Braking*

Demonstrate, and then test the pupils' ability :

(i) Give them practice in stopping at a point previously indicated.

(ii) Arrange for some of them to represent careless pedestrians and to create situations where an emergency stop is necessary. (This needs control! Sensible 'pedestrians' will have to be selected to prevent the possibility of unnecessary collisions.)

(*b*) **Starting and Stopping**

The class can be split into four groups, each with a starting point, an improvised cross roads with a 'halt' line, and a stopping and parking place. For obvious reasons a circular course makes for easier control and checking.

PERIOD 6

(*a*) **The Right Turn**

This is the most important 'drill', as distinct from 'skill' (e.g. cycle control) in the whole of the training.

The best introduction is a demonstration by the instructor on the test course. In a school or out-of-school group where previous tests have been held, it will be a great practical help as well as a useful 'refresher', in all the training stages, to enlist the aid of cyclists who have already passed their proficiency test.

The first 'movement' of the drill, *look behind*, is the one so often forgotten or left too late.

(*a*) The cyclist must have the *ability* to look behind without swerving, and normally he must look over his *right* shoulder.

(*b*) He must really look right down the road. A car approaching at 45 miles an hour is covering a cricket pitch length every second!

A good test is to start the pupils off along a straight track, instructing them to look behind when they hear the whistle or the horn. They are then given a specific sight test: e.g. which arm did the instructor wave when the whistle blew ?

(*b*) **Signalling.** Insist on a proper signal, right arm fully extended.

(*c*) **Moving out to the crown of the road**

A full-scale 'road' is needed, and the movement must be decisive. Both signal and movement must be made in very good time.

(*d*) **Turning at the cross roads ; at traffic lights ; at other junctions**

The drill should be varied, so that the class keep on the alert.

If model traffic lights are not available, coloured card discs can be held up by one of the children assisting.

Ask team leaders or house prefects to prepare a 'Highway Code' quiz of twenty questions for Period 7.

PERIOD 7

Revision

(*a*) A general revision of the rules of the Highway Code and legal requirements relating to cyclists. An inter-team 'Quiz' is effective. When a group is tested in a certain signal, it may be necessary to have the group standing in a circle, facing outwards.

(*b*) An 'Any Questions ?' discussion on the test and the Code.

PERIOD 8

Final Demonstration

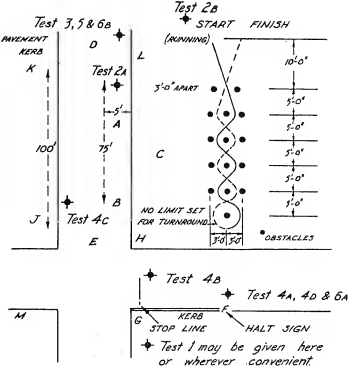
A demonstration of the complete test by the instructor or by children who have already qualified.

In this period, assistants can be allocated their jobs in the ensuing test; and, if examiners are available, marking sheets can be prepared and a rehearsal of the test can be staged.

The instructor will have obtained the necessary forms from the Society and will arrange a time-table of attendance at the test. The time-allowance for each candidate will depend on the number of examiners available.

Give a final warning that the first part of the test is the Maintenance and Adjustment check and that only those candidates who pass this part of the test will go forward for the rest of it. (All 'failures', of course, at any stage, will be allowed and encouraged to take this test again. The purpose of this scheme, unlike some other examinations, is not to eliminate, but to ensure success!)

SUGGESTED LAY-OUT FOR PROFICIENCY BADGE TESTS



APPENDIX II

The Royal Society for the Prevention of Accidents Cycling Proficiency Test

NOTES FOR THE GUIDANCE OF EXAMINERS

Although the test has been made as simple as possible, its purpose is to assess the rider's proficiency in every respect. The diagram accompanying Appendix I shows how a school playground may be laid out for the test by means of chalked lines and a portable set of traffic lights. If traffic lights are not available, the purpose can be served by having someone to call out the sequence of colours.

In some sections of the test the presence of other traffic is assumed, but it is not desirable to complicate the situation by actually representing other vehicles. Their presence and movements should be announced to the rider by the examiner, who should satisfy himself that the child fully understands the imaginary circumstances before starting those sections of the test.

The test is not easy—it would be less valuable if it were—but it can reasonably be passed by a young rider who has been trained on the lines of the Society's manual *Are You Good at Cycling?* Before a child can be certified as fully proficient he must satisfy the examiner that he knows what to do in the various circumstances prescribed for the test and also that he is fully capable of doing what is required of him.

Each section of the test should be carried through as a unit, and only when every candidate has been examined in that section should the next one be started.

The sequence of items as set out in the test brochure need not be adhered to.

Candidates need not themselves be the owners of the cycles on which they are tested. It is the cyclist who is being tested, and not the cycle. At the same time, the cyclist cannot be regarded as fully proficient if he does not know how to adjust and maintain his machine, and though his machine may so be adjusted as to give a good riding position and be in perfect mechanical condition, he must still be able to explain the essentials of a good riding position and to give the simple demonstration called for in Section 1. No child should be expected to make mechanical adjustments himself; he is only required to know how they are made.

Total possible marks—100.

Candidates to be successful must gain a minimum of 75 per cent. of marks *in each of six sections*, and not merely 75 per cent. on the whole test. If any candidate fails in one item, he or she may be permitted to take that item again after an interval of not less than a fortnight, and if then successful may be regarded as qualified for a Certificate.

Whilst there is no objection to the addition of cycle trials to the test, it is considered that the tests themselves should not be held on open roads in normal traffic conditions.

Children should be warned that they must practise for the test in safe places.

In particular, children who practise cycle control (Test 2B) in busy streets, or with dangerous objects, should be disqualified.

Further information and entry forms for the test may be obtained from the Society.

1. Maintenance and Adjustment

Before being allowed to take the test the candidate must satisfy the examiner that he knows how to adjust a new bicycle to obtain a good riding position and to maintain the machine in good condition as regards Brakes, Tyres, Chain, Lights. He should give a demonstration of testing his machine prior to a ride, viz.: Test brakes, tyres, saddle, chain, lights.

The child is not expected to be a mechanic, but he should know the fundamental principles of cycle adjustment and maintenance, as indicated in *Are You Good at Cycling?*

Note: As this is a test of cycling proficiency, the examiner should see that the candidate does the test on a mechanically sound and properly adjusted machine.

2. Riding Position and Cycle Control

A.—From a standstill ride slowly straight through a lane 75 ft. long and 5 ft. wide, without touching the lines on either side.

Riding position	10 marks.
Not touching lines or foot on ground	3 marks.

B.—(Small objects 3 ft. apart to be arranged in rows 5 ft. apart, as indicated in diagram. Lines may be drawn to indicate course.)

Start well behind line, so that cycle is under full control before obstacles are negotiated, and then ride along course indicated.

Not touching feet to ground	5 marks.
Not touching any obstacle	5 marks.
Using brake correctly	2 marks.

A.—The minimum of skill is called for here, the object being to give the examiner an opportunity of assessing the child's riding position and style. If the child's riding position is seriously faulty the examiner may question him to discover his knowledge of the essential adjustments, and if satisfied that the faulty position is not due to ignorance but to some external cause beyond the child's control (if, for instance, he has just borrowed the machine for the test and was unable to have the necessary adjustments made in time) the examiner may see that the adjustments are made and allow the child to proceed to part B of Section 2 of the test. If there is no reasonable explanation of the faulty position, the child must be failed.

B.—This, the most difficult part of the whole test, is intended to test the child's mastery of his machine. Every candidate should be allowed to make a preliminary trial attempt and should be warned against trying to ride too fast. The start should be made well behind the line, so that the cycle is under full control before the close turns have to be made, and it should be pointed out that the turn at the end is not restricted in radius. Objects used should be as small as possible, e.g. 2-inch cubes of wood, so as not to impede or alarm the rider. On no account must dangerous objects, e.g. glass bottles, be used. They should not be high enough to touch the pedals.

Note : Provided the examiner is satisfied that a candidate can negotiate difficult obstacles and retain full control of his cycle, the actual layout suggested in the brochure need not be adhered to in every detail. If the test is being carried out under police supervision on the open road, this part could be taken beforehand with Item 1 (Maintenance and Adjustment) in some enclosed place.

3. Pedalling and Braking

Mount and ride 100 ft. on any level surface 100 ft. by 25 ft., at average riding speed. Park cycle. This test should be done twice :—

A.—Once to assess braking ability in normal circumstances.

B.—Secondly to judge braking ability in an emergency.

For the second test the rider would be required to stop as quickly and safely as possible on a given signal.

Balls of feet on pedal and parallel	2 marks.
Timely and safe application of Brakes in A	4 marks.
Timely and safe application of Brakes in B	4 marks.
Intelligent parking	2 marks.
Correct use of front and rear brakes	2 marks.

Note : Sudden skidding of rear wheel to be counted as a fault.

A.—The rider should be instructed to ride from D to E and halt there. It must be explained to him that he knows where he is going to stop, just as he would if he were arriving at his own home after a ride. The examiner will note whether he uses his brakes intelligently to bring his machine to a smooth stop, without skidding the back wheel or having to brace himself against the handlebar to resist a too-sudden stop.

B.—Now the rider should be told to ride back to D and instructed to make a quick but safe stop when he receives a signal from the examiner. After assessing the rider's ability to pull up safely within a reasonable distance, the examiner should instruct the rider to put his cycle away for a few moments. The examiner will note whether the child shows intelligence in parking the machine so that it will not be likely to fall or be knocked down and will not needlessly obstruct other people.

4. **Safe Starting and Stopping**

Start :

A.—As from the kerb.
B.—As from a halt sign, ready to turn right into a main road.

Halt :

C.—At kerb.
D.—At halt sign.

A.	Looking to see if traffic is near, and making a neat and safe start	2 marks.
B.	Looking to see if traffic is near, and making a neat and safe start	2 marks.
	Signalling intention	2 marks.
C.	Drawing into kerb	2 marks.
	Signalling intention to stop and braking gently	2 marks.
	Dismounting on kerb side	1 mark.
D.	Signalling intention	2 marks.
	Riding towards near side of crown, if desiring to turn rigbt, and to the left if wishing to turn left	3 marks.
	Braking gently	2 marks.
	Stopping safely at stop line	1 mark.

A.—The rider should be told to stand with his cycle by the side of the kerb at F and to imagine himself on a fairly busy road. When ready he will ride towards the cross-roads. To obtain full marks the rider must take into account the possible presence of other traffic, looking behind him before launching himself and his cycle into the carriageway.

B.—The rider should be instructed to take up a position towards the right of the stop line at G, and to imagine himself held up at a fairly busy major road. He intends to turn to the right. When he is ready he will make the turn. To obtain full marks the child must show that he has taken into consideration the presence of other traffic by starting only when it is safe to do so and by signalling if necessary, and he must proceed to the left-hand side of road E–D by a reasonably direct route.

C.—Continuing his ride, the child is told that his journey ends at K, which he should imagine is the part of the pavement in front of a house he is visiting. To obtain full marks he must again demonstrate his awareness of the possible presence of other traffic, especially cyclists behind him, by signalling his intention to slow down and stop, and his actual stopping should be made neatly and safely. If, before reaching K, he looks behind him and then makes no signal, the examiner should question him to make sure that he would have given a signal if there had been a cyclist behind him.

D.—The rider should be told to start from F and to enter the major road, which is controlled by a halt sign with a stop line at G, turning left or right at the examiner's discretion. The examiner will note whether he takes into account the possible presence of other traffic, whether he stops at the stop line, and whether he takes up a position towards the right-hand end of the stop line if instructed to turn right.

The sections 'Braking gently' and 'Stopping safely at stop line' may be taken together and an entrant who fails to brake gently and stop should be considered, at the discretion of the Organiser, to have failed in this test.

5. **Signalling**

(Knowledge of own and Police signals.)

The cyclist should be asked to demonstrate (without the machine) the signals to be given by :

(*a*) Cyclists ;
(*b*) Police ;
(*c*) Motorists, as shown in the Highway Code.

He should then demonstrate cyclists' signals while riding.

Demonstration (on foot) of Signals by :—

Cyclists	4 marks.
Police	6 marks.
Motorists	2 marks.
Demonstration on Cycle, cyclists' signals	6 marks.

After being asked to demonstrate (without his machine) the signals given by cyclists, police controlling traffic, and motorists (as shown in the Highway Code), the rider should be told to start from point L and ride towards the cross-roads with the intention of turning left. Halfway to the cross-roads he will hear the horn of an overtaking car and he must then give the appropriate signal to tell the driver that he may overtake him. After turning the corner the cyclist should be told to start from F and return to K. To obtain full marks he must give the correct signals as laid down in the test.

6. **Turning Into Main Road**

(The test covers signalling and correct position on road.)

A.—The cyclist should ride along a minor road, turning right into the major road.

B.—Repeat test as at cross-roads with traffic lights.

A.	Glancing round without wobbling to see if road is clear	4 marks.
	Signalling right turn	3 marks.
	Riding towards crown of road with due regard to prevailing traffic	4 marks.
	Riding as directly as possible towards nearside kerb in main road without cutting corners	3 marks.
	Looking out for pedestrians crossing	1 mark.
B.	Braking and stopping safely	4 marks.
	Being prepared at Amber, but not proceeding until Green shows	3 marks.
	When turning watching for pedestrians and other turning traffic	2 marks.

A.—Starting from F, the cyclist is required to ride to point K, but it must be explained to him that for this part of the test there is no halt sign in the minor road, and consequently the stop-line at G does not apply in this case. Nevertheless, both roads are fairly busy, and the rider must behave as he would do if the imaginary circumstances were real. To obtain full marks, the rider must show that he can look behind him without wobbling and that he can give a signal while turning a corner.

B.—The portable traffic lights are now installed at H, and the child is told to start from L and ride to the cross-roads and turn left. It must be explained to him that both roads are busy. The examiner will pay special attention to the child's observance of the lights.

It may be that some authorities may be able to provide the equivalent of a Traffic Signal for use in this test. When this is not possible the examiner may stand in the position of the Signal required and give its indication by word of mouth.

APPENDIX III

Equipment required for Cycling Proficiency Tests

1. Fifteen 2 in. cubes painted white cut from a length of 2 in. × 2 in. wood (for the cycle control test).

2. 144 yards of 3 in. × 1 in. wood or other material in 6 ft. lengths, painted white; alternatively, 144 yards of defective fire hose painted white (for marking out the roads of the test area).

3. Four 6 ft. lengths of wood kerb 4 in. × 4 in. (for use between the 'Halt' sign and the Stop line when parking the cycle at the kerb).

4. One half-scale 'Halt' sign on a post with base.

5. One set of half-scale traffic lights with switch (one series of lights only) on a post with base. Battery and switch are required to operate these lights.

No estimate of cost for the first three items is given, since in many cases they can be improvised. The approximate cost of buying item 4 is three guineas, and item 5, £16. It is thought that the cost of all the equipment should not exceed £25.

APPENDIX IV

Qualifications of Instructors and Examiners

Persons selected to act as instructor and examiner in the national scheme should be in sympathy with the scheme, understanding its purpose and unbiased in applying it. The over-enthusiastic cyclist who attributes to motorists all responsibility for modern road safety problems is just as undesirable as the extremist who thinks that cyclists should be kept off the roads 'for their own safety'.

They should, inspired by a desire to help, produce not only capable cyclists but also understanding and collaborative users of the roads. Their own experience as road-users should be as wide as possible, enabling them to see and explain the problems of all the different classes of road-users. It is particularly important that they themselves should be experienced and capable cyclists who not only appreciate the significance of every item in the training syllabus but also are able to explain and demonstrate it.

They should be able to hold the attention and interest of children. They will need to be patient yet adequately firm, evoking pride in being able to ride well rather than emphasising 'do-and-don't' safety rules.

They should know how to make basic adjustments to a cycle although they need not be qualified mechanics.

They should have an adequate knowledge of the Highway Code, of road law in general, and of cycling law in particular.

They should be the kind of people who are able to work collaboratively with school staffs, road safety committees, the police, and all others with whom they are likely to come in contact in the course of their work.

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